UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/ZAM/1
28 February 1997

ORIGINAL: ENGLISH

Annual session 1997
12-23 May 1997, New York
Item 9 of the provisional agenda
UNDP

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR ZAMBIA (1997-2001)

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INTRODUCTION

1. Zambia is a land-locked sub-Saharan country with a total area of 758,000 square kilometres. Out of a total population of 9.2 million, 42 per cent live in urban areas. Well-endowed with extensive water resources, forests and arable land, the country has a huge resource base. Although it is a mineral economy, dominated by copper, it has vast but largely untapped potential in agriculture, energy and tourism. During the last five years, among other things, the Government has emphasized liberalization and diversification of the economy and the strengthening of human rights and democratic practices.

2. The first country cooperation framework (CCF) for Zambia, which covers the period 1997-2001, is a result of consultations between the Government, UNDP and other stakeholders. The first CCF takes into account the country strategy note; the UNDP advisory note; national development policy instruments such as the Policy Framework Paper; and national sectoral programmes such as the Agricultural Sector Investment Programme, the Social Sector Rehabilitation Programme, the Health Sector Reform Programme, the Public Sector Reform Programme, the Educational Sector Integrated Programme, the National Environmental Action Plan and the post-Fourth World Conference on Women strategic plan for the advancement of Zambian women. In addition, the CCF takes into account the themes of the United Nations Special Initiative for Africa.

3. The CCF further takes into account Zambia's commitment to recommendations of major United Nations conferences, especially the World Summit for Children, the United Nations Conference on Environment and Development, the International Conference on Population and Development, the World Summit for Social Development and the Fourth World Conference on Women. Zambia, for example, has adopted the goals of the declaration of the World Summit for Children and the commitments of the World Summit for Social Development.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

4. Zambia continues to face a high population growth rate, a declining real gross domestic product, a high rate of inflation, and a high debt burden. At the same time, an increasing proportion of development resources are now channelled towards the rehabilitation of the country's extensive social and economic infrastructure. Consequently, major indicators of human development such as life expectancy and access to social services have declined. Declining real personal incomes have contributed to widespread poverty. According to a 1994 World Bank poverty assessment, 70 per cent of the people in Zambia live in poverty. Poverty is more profound in rural than urban areas, due partly to the frequency of drought. In addition, Zambia also faces environmental degradation because of deforestation; soil erosion; the declining quality of water in streams, rivers and lakes, poor disposal of solid waste, including hazardous waste and industrial emissions.

5. Thus, Zambia's main challenge is to bring about sustained improvement in the welfare of its people as measured by its human development indicators. This

challenge necessitates greater targeting of development resources towards the poor and vulnerable groups, especially women, youth and children.

6. The Government recognizes that economic growth and the resulting expansion of job and income-earning opportunities and improvement of the Government's ability to spend more on basic social services as well as targeted safety-net activities is the only sustainable basis for reducing poverty. In the context of poverty reduction, the government, in consultation with various stakeholders, including cooperating partners and non-governmental organizations (NGOs), has identified the following development priorities: (a) enhanced access to basic social services such as education, health, water supply and sanitation and human settlements; (b) increased efforts to create employment and income-generating opportunities; (c) the promotion of rural development, agriculture and food security; (d) the control of population growth and the spread of the human immunodeficiency virus (HIV)/acquired immunodeficiency syndrome (AIDS); (e) the protection, conservation and management of natural resources; (f) disaster-preparedness and the establishment of a comprehensive national social security system; (g) the promotion of good governance; and (h) the promotion of regional cooperation.

7. To realize its stated development priorities, the Government is redirecting resources towards investment in people for long-term sustainable development. This entails the empowerment of beneficiaries through decentralization and participatory development planning and implementation. In view of the importance of regional integration in promoting sustainable economic development, the Government will continue to work closely with interstate cooperation organizations such as the Common Market for Eastern and Southern Africa, the Southern African Development Community and the Economic Commission for Africa's multinational programming and operational centres to promote effective regional programmes addressing various aspects of poverty.

II. RESULTS AND LESSONS OF PAST COOPERATION

8. The fifth country programme for Zambia (1992-1996) achieved the following: the internalization of national execution; the enhancement of capacity for economic management; and the development of national policy on technical cooperation and sectoral programmes in agriculture and environment. However, the experience gained in the implementation of the fifth country programme also revealed a need for: (a) timely start-up of programmes through improved comprehension of government and UNDP procedures; (b) improved coordination and linkages between programmes; (c) increased support to the downstream aspects of programmes; (d) improved managerial skills of key players; (e) improved community participation in planning, implementation, monitoring and evaluation; and, (f) improved sustainability through the incorporation of programme activities into overall government operations.

III. PROPOSED STRATEGY AND THEMATIC AREAS

9. In view of the convergence between Government priority areas and the UNDP mandate for sustainable human development (SHD) and poverty eradication, the

Government strategy for cooperation with UNDP is to promote SHD and poverty reduction through programmes aimed at growth with equity, poverty reduction and reversal of the current decline in the general welfare of the population. While UNDP resources will be used to implement poverty reduction programmes, they will also serve as a catalyst for programmes to be funded by other donors.

10. Given its development goals and priorities as well as the lessons learned from the fifth country programme, the Government's target is to reduce poverty levels from 70 per cent to less than 50 per cent by the year 2001 and to improve SHD indicators by 10 per cent. Resources from UNDP, United Nations specialized agencies and bilateral and multilateral donors are expected to contribute substantially to the achievement of the objective. Specifically, taking into account lessons learned from the fifth country programme as well as the comparative advantages of UNDP and other United Nations agencies, the Government has requested that UNDP direct support towards capacity-building for poverty reduction and SHD through inter-linked programmes in the following four areas: (a) agriculture, rural development and food security; (b) environment and the management of natural resources; (c) employment-generation and sustainable livelihoods; and (d) good governance. Cross-cutting issues related to population growth, HIV/AIDS and gender will be mainstreamed in each of the programme areas.

11. The strategy for achieving the above-mentioned targets will involve the development and/or strengthening of well-coordinated programmes in which relevant institutions in the Government, United Nations agencies, multilateral and bilateral donors, NGOs and local communities can work together. Furthermore, an important feature of the strategy will be the development of capacities in relevant institutions for internalizing development cooperation activities at central, provincial and district levels to formulate strategies, coordination modalities and appropriate financial framework.

12. The Government is committed to channelling financial resources to areas that will provide the greatest benefits to the poor. Screening criteria agreed by the Government and UNDP will be applied to ensure that all proposed uses of UNDP resources will be focused on poverty reduction in the four major areas discussed below.

A. Agriculture, rural development and food security

13. This area will remain the primary means by which to address the problem of poverty and SHD, given that more than 50 per cent of Zambia's population lives on subsistence agriculture and utilizes only 20 per cent of arable land. In this regard, the Government has developed the Agricultural Sector Investment Programme, which aims at improving food security by increasing agricultural production by 6 per cent per annum in the period 1996-2001. Therefore, UNDP interventions will be directed at facilitating the following: (a) the promotion of agricultural research and its dissemination and extension services, especially for smallholders; (b) the enhancement of crop diversification to increase smallholder income and food security; (c) the increased irrigation of smallholdings; (d) the promotion of smallholder livestock development, including fish farming; (e) the promotion of labour-intensive rural infrastructure

development such as feeder roads and food storage facilities; and (f) the improvement of programme management, decentralization and policy support.

B. Employment generation and sustainable livelihoods

14. The Government's objective is to reduce unemployment and poverty through the formulation of policies aimed at increasing employment and income-generating opportunities. The Government has requested that UNDP interventions be directed at facilitating the following: (a) an increase in self-employment opportunities, by encouraging the adding of value to natural resources and agricultural production, such as through reforestation, soil rehabilitation, etc., (b) employment programmes for women and youth, such as in entrepreneurship, management and vocational skills-training, with the aim of providing a framework for sustainable self-employment; and (c) the development of small-scale and micro-enterprises and the informal sector, through networking arrangements based on national associations and their sub-associations such as the Small-Scale Industries Association of Zambia and the Zambia Confederation of the Chambers of Commerce and Industry.

C. Environment and the management of natural resources

15. The Government's policy on the environment and its National Environmental Action Plan recognize that the management of natural resources in an environmentally sustainable manner is a cardinal element in the process of SHD and poverty reduction. The Government's objective therefore is to stem widespread environmental degradation by integrating environmental concerns into the social and economic development planning processes. In this regard, UNDP resources will be directed towards the development of capacity to incorporate environmental concerns into decision-making processes. Support will also be directed at the sustainable use of natural resources, as well as the development of measurable indicators of success. Community-awareness and sensitization will be important features of the process, taking into consideration the effects of the high level of urbanization in Zambia. In addition, information-gathering and dissemination through a networking arrangement will help to reduce the impact of natural disasters.

16. Other possible areas for UNDP intervention include: (a) the improvement of the management of natural resources in the water sector, community-based forestry and regional cooperation in shared fisheries and marine resources; (b) the improvement of human settlements, land-use policy development, manufacturing and development of low-cost building materials and technologies; and (c) the development of management systems for sanitation and solid waste disposal for peri-urban areas.

17. UNDP resources will complement United Nations and other agencies' interventions in the development of sustainable farming systems, agricultural chemicals management, rural energy and conservation of biodiversity.

D. Governance

18. The Government's overall objective in this area is to promote popular participation in decision-making on development issues and to uphold the principles of good governance. In this regard, the Government has requested that UNDP interventions be directed at: (a) increased democratization through support to electoral processes, electoral reforms, civic education and decentralization; (b) improved efficiency of the civil service through public sector reforms and strengthening of national execution management skills and aid management; and (c) the enhancement of the development of law and order through legal reforms, the control of drug abuse and trafficking and the prevention of crime and corruption.

19. In the implementation of activities in the area of governance, priority should be given to institution-strengthening and the development of managerial systems and communications skills. The Government will encourage community-based organizations and NGOs to increase community awareness through civic education campaigns.

E. Gender, HIV/AIDS and population issues

20. Gender and HIV/AIDS issues will be mainstreamed into all programmes at the design stage. Core resources will be allocated to facilitate this process. Population issues will also be addressed in each programme, in cooperation with the United Nations Population Fund.

F. Linkages

21. The programmes in the four areas of concentration will be interdependent in terms of promoting poverty eradication and SHD. The programmes in the areas of agriculture, rural development and food security, employment generation and sustainable livelihood and environment and the management of natural resources will have an impact on each other. In turn, successful implementation of those programmes will be dependent on the continued maintenance of a favourable political and social climate, based on the principles and practices of good governance. Interactive processes during programme design and implementation will be facilitated by the greater autonomy of the Government and the UNDP country office in the design, management and implementation of the programmes under the first CCF.

IV. MANAGEMENT ARRANGEMENTS

Management of the cooperation framework

22. The principal instruments in implementing the CCF will be the programme approach and national execution modality. In line with increased decentralization of development activities, the Government and UNDP will jointly develop mechanisms for enhancing management capacities at the grass-roots level.

23. National execution will continue to be the main execution modality, in order to ensure national ownership and the sustainability of the development process. UNDP resources will continue to be used for advisory, administrative and logistical services in support of programme implementation, especially for programmes that are nationally executed.

24. The Government and UNDP will continue to seek cost-sharing partnerships with other donors to fund the programmes of the first CCF. Partnerships for implementation of UNDP-assisted activities will also be sought with local and international NGOs, local authorities and the private sector. The Government will encourage the use of national experts whenever possible. However, where national skills are inadequate, resources will be drawn from United Nations specialized agencies, the United Nations Volunteer programme, NGOs, and the United Nations International Short-term Advisory Resources, Transfer of Knowledge Through Expatriate Nationals and technical cooperation among developing countries facilities.

Monitoring and programme review

25. Effective monitoring will be attained through periodic reviews of the programmes under the first CCF. There will be a mid-term review of the CCF after two years of implementation and each of the programmes will be subjected to tripartite reviews and regular coordination meetings involving the Government, UNDP, other cooperating partners and beneficiaries. In addition, each programme will be evaluated in terms of its impact on the beneficiaries.

26. To augment existing monitoring and evaluation mechanisms, the Government, with the assistance of UNDP, will strive to consolidate information on poverty and other social indicators through the development of management information systems and a network of institutions addressing issues and activities related to poverty reduction.

Resource mobilization strategy and targets

27. UNDP core resources, cost-sharing with Government and other donors, regional and trust funds administered by UNDP, and carry-over resources from the fifth country programme will be used to finance activities under the first CCF.

28. The resource mobilization targets in the annex to the present document indicate the total resources (core and non-core) targeted to support programmes under the first CCF. To achieve the greatest impact on poverty and make the most progress in SHD, the Government plans to allocate resources from line 1.1.1 of the target for resource assignment from the core as follows: 35 per cent to agriculture, rural development and food security; 35 per cent to employment-generation and sustainable livelihoods; 15 per cent to environment and the management of natural resources; and 10 per cent to governance. Five per cent of line 1.1.1 resources will be allocated to the mainstreaming of cross-cutting issues.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR ZAMBIA (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	3 947	
TRAC 1.1.1	19 255	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	1 705	
Subtotal	24 907[a]	
NON-CORE FUNDS		
Government cost-sharing	500	
Sustainable development funds	600 of which:	
Capacity 21	200	
GEF	400	
Third-party cost-sharing	2 000	
Subtotal	3 100	
GRAND TOTAL	28 007[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.